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CODIB-D-111/1.3/7  
23 September 1966

UNITED STATES INTELLIGENCE BOARD  
COMMITTEE ON DOCUMENTATION

Attached is a new Draft of a CODIB cover Report to USIB Re the Report of Task Team III. This Draft incorporates the comments of members and decisions reached at the CODIB meeting on 15 September 1966.

May I please have the concurrence or comments of CODIB members by CoB 30 September.

*Daniel H. Gagon*  
Daniel H. Gagon  
Acting Secretary

Attachment: A/S

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Report of Task Team III (Foreign Publications)

References: a. USIB-D-39.7/6 (6 May 1964)  
b. CODIB-D-111/1.3 series (29 December 1964 -  
26 April 1966)

A. Background.

This is a report on the study undertaken by CODIB's Task Team III (Foreign Publications) pursuant to USIB direction contained in reference (a). The objective of this Task Team was to examine the overall effectiveness of the community's programs for procuring and processing of foreign publications and to propose actions aimed at further increasing the effectiveness of these programs. The team considered foreign publications to include open literature published in any foreign country, and processing systems to include any within or outside the government whose product is or could be used for the benefit of the community.

B. Summary of Task Team Findings and Conclusions.

The Task Team III report (attached) deals mainly with (1) requirements for foreign publications, (2) related procurement methods and techniques and (3) processing in support of intelligence production.

The team concludes that foreign publications continue to be a vital and primary source for intelligence production.

The team compared the cost of procuring known and easily accessible foreign publications (estimated to be 95% of the total) and the time lags involved in such procurement. It concludes that commercial arrangements generally take about half as much time to provide issues of foreign publications as the [REDACTED] system takes, and reduce the time even more when compared with other systems. It notes overall costs to the Government of commercial procurement are somewhat less than those of the PPO system. However, commercial procurement may cost more from an individual agency viewpoint, since each agency must absorb its own mailing costs; whereas in the PPO system, the State Department absorbs the mailing costs for all agencies.

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On the other hand for (1) field selection based on guide requirements and on-the-spot collector initiative, and (2) indirect or irregular methods employed to procure otherwise denied or "hard-to-get" publications (the remaining 5% of the total), the team finds the need for much closer coordination to eliminate duplicate activity and to conserve and maximize available assets for the benefit of the whole community. The team concludes that a small, highly concerned working group under CODIB direction should be established for the specific purpose of coordinating procurement of field selection and "hard-to-get" items. (Such a group was established on an interim basis by CODIB on 31 August 1965 pending receipt of the final Task Team III Report.)

In the area of foreign publication exploitation, the team concludes that more overall Community planning is needed. Such planning should encompass establishment of user requirements, publication procurement, and the processes involved in preparing announcement vehicles, in disseminating, translating, extracting, and abstracting the publications, and in storing these publications and their proxies for retrieval. As existing, informal mechanisms appear to lack the drive or impetus to achieve necessary overall close coordination in procuring and exploiting foreign publications, a more formal device seems warranted. The team concludes that a CODIB subcommittee should be established. This subcommittee would be composed of knowledgeable individuals who can speak for their agencies and who are empowered to reach coordinated agreements and take action on them. A corollary to such coordinated action is that cooperative programs so developed should be recognized as bearing USIB blessing and that no unilateral action should be taken by agencies to disrupt them.

The team notes that there are, in effect, two major foreign publication processing facilities already serving the community or large portions of it, i.e., CIA's Foreign Document Division (FDD) and DoD's complex operated by the Air Force Systems Command's Foreign Technology Division (FTD). The CIA/FDD has long been in existence as a community service of common concern to exploit foreign publications where individual agencies lack facilities. The Air Force-operated complex has now become a service for all of Defense in exploiting Sino-Soviet bloc Scientific and Technical (S&T) publications. It appears logical to recognize these facilities as the major intelligence capabilities devoted to the regular, systematic processing of foreign publications and to extend these capabilities to meet additional requirements for community services.

At the request of Chairman, CODIB, the Team provided the following additional cost information concerning procurement and exploitation of foreign publications:

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<u>Agency</u>	<u>Personnel Involved</u>	<u>Funds Committed (Annual)</u>
CIA	[REDACTED]	[REDACTED]
DoD (incl. NSA)	600	6,850,000
State	17	320,000
<b>TOTAL</b>	[REDACTED]	[REDACTED]

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The team noted that there are six gaps in the non-S&T area that need filling in order to meet pressing needs of the intelligence community. Required are:

- (1) Title lists of books of intelligence interest available from all areas of the world.
- (2) Title lists of magazine articles prepared for the Near East, Latin America, and Africa.
- (3) Selected abstracts of books for Eastern Europe and the non-Communist Far East.
- (4) Title lists of newspaper articles for the Communist Far East.
- (5) Selected extracts from magazines of Western Europe.
- (6) Extraction of photographic, graphic, and related information from foreign publications to assist in photo interpretation.

The team concludes that CIA/FDD should be tasked to perform these services

Beyond the need for regular systematic processing, requirements continue to exist for ad hoc translations, special reports, collations, and literature searches in response to particular needs of various organizational components. These requirements are presently met by separate activities in each department or agency. As these demands are usually unpredictable and peculiarly departmental by nature, it seems appropriate that they should continue to be serviced departmentally, even though the resulting products may be of interest outside the producing department. Proper notification of the product of these intra-agency endeavors in coordination announcement vehicles should satisfy Community requirements.

Additionally, the team notes the need for improvement in periodic listings of translations, in bibliographic control, in use of foreign publications, and in storage and retrieval. At CODIB's request, the

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team established a special group of qualified individuals to examine the problem of transliteration standards. It was determined that there are two groups with strong and virtually irreconcilable convictions on the subject of transliteration. One group is concerned with machine processing of data and requires an unambiguous system of transliteration with one-to-one conversion from one alphabet to another. The other group includes intelligence producers and collectors who are primarily after a pronounceable system and are willing to live with slight ambiguities. There is common agreement that a single system to be used by all for a given language would be preferable than the present situation. The issue of transliteration standards should, therefore, be given further study, including discussions with the Board on Geographic Names, the National Science Foundation and other Government agencies in order to reconcile the conflict between unambiguous rendition and pronounceability.

A pressing need for a non-ambiguous Russian-English transliteration system exists now by groups within the community who are processing and maintaining machine files. The team endorses the conclusion that such a Russian English transliteration system including both machine code and graphics standards be developed for use within the community on a priority basis.

The team felt that all of the foregoing requirements could best be dealt with by a permanent Foreign Publication Subcommittee to be established by CODIB.

C. CODIB Comment on the Report.

The Task Team III Report correctly identifies and assesses the main issues relating to foreign publication procurement and exploitation. The team effort has been beneficial not only in providing a survey of foreign publication procurement and exploitation activities, but also in validating requirements and in stimulating expressions of user needs in areas where requirements are not now being met. CODIB has reviewed the recommendations of its Task Team of Foreign Publications and is establishing a permanent Foreign Publications Subcommittee. Specifically, this Subcommittee will be staffed by individuals from the various USIB agencies who are knowledgeable concerning foreign publication procurement and processing and related organizational responsibilities. The Subcommittee will meet as frequently as necessary and for periods of time dictated by the nature and urgency of presently identified and future requirements. The Subcommittee will:

1. Provide a coordinating mechanism to stimulate, develop, and maintain cooperative programs to meet pressing needs in exploiting foreign publications.
2. Stimulate coordination and seek compatibility in automation efforts both between exploiting

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organizations themselves and between these and information retrieval activities.

3. Sponsor development of an unambiguous Russian-English transliteration system for use in mechanized systems.
4. Sponsor development of a community system, preferably automated, for bibliographic control of foreign publications of intelligence value.
5. Provide a forum for exchange of ideas, techniques, and information on developing systems involving foreign publications and their exploitation.
6. Provide a central point or points for dealing with the Clearinghouse in Commerce on listings and copies of translations produced by the community and available for general release.
7. Develop a community plan for the coordinated procurement and processing of hard-to-get items. In this regard, the subcommittee should consider continuing the presently established interim working group as a permanent working group under its direction. Collaboration with the Inter-Agency Map and Publication Acquisition Coordinating Committee (IMPACC) is considered essential in procuring hard-to-get items.

In addition, CODIB has made certain modifications to the Task Team recommendations. These modifications are incorporated in the CODIB recommendations to USIB immediately below.

**D. Recommendations.**

CODIB recommends that USIB:

1. Note that foreign publications continue to be a vital and primary source for intelligence production.
2. Note the establishment of a permanent Foreign Publications Subcommittee by CODIB to deal with matters relating to the exploitation of foreign publications described in Section C above.
3. Endorse the principle that for serials and monographs from undenied areas, USIB agencies should not rely on one method of procurement, but should choose procurement methods -- Publication Procurement Office, commercial, or other arrangement -- most suitable to their particular requirements, e.g., adequacy of response, timeliness of response, security aspects, costs to the Government.

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4. Endorse the principle that products of foreign publication exploitation should be widely disseminated to production analysts for current awareness purposes as well as processed onto storage files for retrieval upon request.

5. Request USIB agencies, in designing and developing their information storage and retrieval systems, to insure that data on personalities, organizations, installations, and place names derived from foreign publications are accommodated.

6. Note that present staffs and budgets are fully committed to the satisfaction of existing, high priority requirements. Further, that USIB endorse the augmentation of present capabilities in accordance with DCID 2/4 to satisfy presently unfulfilled needs specified by Task Team III as follows:

a. Title lists of books of intelligence interest available from all areas of the world.

b. Title lists of magazine articles for the Near East, Latin America and Africa.

c. Selected abstracts of books of Eastern Europe and the non-Communist Far East.

d. Title lists of newspaper articles for the Communist Far East.

e. Selected extracts from magazines of intelligence interest in Western Europe.

f. Extraction of photographic, graphic and related information from foreign publications to assist in photo interpretation.

  
Chairman

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